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This document describes projects designed to help the public library serve the culturally disadvantaged in general and the functionally illiterate adult specifically. The two major sources of information used were: (1) the panel presentation sponsored by the A.L.A. Public Library Association's Committee on Services to the Functionally Illiterate, and (2) letters received by Mr. Henry Drennan in response to his request to 300 public libraries for current activities and problems in this area. Topics discussed include who the functionally illiterate are, their subject interests, the librarian's role in serving them, and the public library's responsibility for service to them. Examples of public library activities for the functionally illiterate and a list of people who have been actively involved in such programs are given. (CC)

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PUBLIC LIBRARY SERVICE for the FUNCTIONALLY ILLITERATE: a SURVEY of PRACTICE

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The public library is an activity of government. Our gov ment is self-government, that is, by the people. It is based on premise that enough of the people will know enough, enough of time, to govern each other.

This condition of knowing will not come about by chance. The responsibility of those directing the government's educati agencies, of which the public library is one, to work aggressively creatively to increase the opportunities for people of limited rea ability to reduce their ignorance and to include them among t who are reading.

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edited by

Peter Hiatt

and

Henry Drennan

"We're part of a social revolution . . ."

EVELYN LEVY, A.L.A. Panel, July 1966

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PUBLIC LIBRARY SERVICES

FOR THE

FUNCTIONALLY ILLITERATE:

A Survey of Practice

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

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1967

Sponsored by the Committee on Services to the Functionally Illiterate, Public Library Association, American Library Association.

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I. Introduction

The purpose of this pamphlet is a simple and practical one: to demonstrate current activities designed to help the public library reach the culturally-disadvantaged in general and the functionally illiterate adult specifically. For this, two major sources of information were used: (1) panel presentation sponsored by the A. L. A. Public Library Association's Committee on Services to the Functionally Illiterate, and (2) letters received by Mr. Henry Drennan in response to his request to three-hundred public libraries for current activities and problems in this area.

The limitations of such an approach are obvious. Some libraries contacted did not respond, others described programs in little detail, and each letter reflected a library's concern for its particular community. Also, other programs exist and have not been identified through these sources. Since we aimed at a selective representation of typical approaches, these are not serious limitations, but a literature search is suggested to reveal additional programs.

Although the panelists made every effort to be general in approach, they drew from their own library situations to offer us valuable advice and examples. This pamphlet represents a selection of programs designed to reach the "invisible audience."

The public library has long professed an obligation to reach the unreached, to provide opportunity and encouragement to all citizens to exploit the library's total resources. Recent events have focused our attention on an almost unnoticed audience. But this new audience presents special problems and serious barriers to the library profession. Efforts to make information, reading, and library services meaningful to the culturally-disadvantaged and especially to the new adult literate have resulted in many new and fascinating library activities. At the same time traditional materials and programs have been re-examined and improved. Such innovations are reflected in this pamphlet.

The information here presents a beginning which has already been recognized and built on. The use of library literature is a necessary way to keep up-to-date, but we would also suggest the value of communicating with other people concerned with the functionally illiterate: the sociologist, the cultural anthropologist, the psychologist, the educator, the reading specialist, the city planner and the urban-study expert. We hope this rather practical summary of current practices will be both an initiation and an inspiration to further work with the functionally illiterate.

II. The Public Library's Responsibility for Service to the Functionally Illiterate

The public library's responsibility for service to people who are unable to read well enough to function satisfactorily as workers, as citizens, or as members of the community, is clearly an extension of the library's long-held educational goals.

The public library is an activity of government. Our government is self-government, that is, by the people. It is based on the premise that enough of the people will know enough, enough of the time, to govern each other.

This condition of knowing will not come about by chance. It is the responsibility of those directing the government's educational agencies, of which the public library is one, to work aggressively and creatively to increase the opportunities for people of limited reading ability to reduce their ignorance and to include them among those who are reading.

In working towards this goal, public libraries may well need to plan a new kind of service outlet — a neighborhood or community facility entirely different from the traditional branch library.

To reach and serve the functionally illiterate, public libraries may need to think of what Herbert Gans has called "user-oriented" facilities, that would be more permissive, that would have materials not found in traditional libraries, and that would be less formidable, perhaps smaller, and closer to people.

Reaching the undereducated will call for different service policies and a differently trained staff from those which have become traditional.

The new neighborhood service outlet, in addition to and apart from the branch public library, would have some of the branch library techniques and materials but it would have others, too. It would be less formal, more opportunistic. It would have books and reading matter especially at lower or easier reading levels. It would use all the arts and techniques of communication, at whatever degree of complexity or simplicity is needed. Neighborhood advisory groups

of local residents would advise and consult on needs, hours of service, programs.

This responsibility for service to undereducated persons grows from recognition of the public library's *major social role as change-agent;* to select, organize, provide, and stimulate the use of materials for communication and learning.

A statement of policy adopted July 9, 1965, by the Board of Directors of the Public Library Association.

Prepared by its Committee on Library Services to the Functionally Illiterate.

Henry Drennan	Sherwood Kirk
Hardy T. Franklin	Janet R. T. Stevens
Peter Hiatt	Meredith Bloss, Chairman

III. A Problem Clinic: A Panel on Public Library Services to the Functionally Illiterate

Introduction

The purpose of the following panel presentation is to discuss service. Although librarians have many problems with materials for the newly literate and the functionally illiterate, this area of concern was dealt with at the A. S. D. Pre-Conference at the same 1966 New York City A. L. A. Conference. The bibliography at the end of this pamphlet cites items dealing with the evaluation and selection of such materials.

The Committee on Services to the Functionally Illiterate presented the panel as a dialogue among themselves and with the audience to exchange information, attitudes and experiences.

The editor has eliminated superfluous and repetitious materials, but we hope that the flavor and spontaneity of the occasion has been preserved for the reader.

A Problem Clinic*

Panel Participants

Mr. Henry Drennan, Coordinator, Public Library Services, Library Services Branch, U. S. O. E.

Mr. Hardy Franklin, Senior Community Coordinator, Brooklyn (N.Y.) Public Library.

Miss Evelyn Levy, Library Supervisor, Community Action Program, Enoch Pratt Free Library, (Baltimore, Md.).

Dr. Bernard Mackler, Center for Urban Education, New York.

Mrs. Helen Pinzi, Supervisor, Adult Basic Education, New Haven (Conn.) Board of Education.

Mrs. Eva Williams, Director, Chapel and Davenport Library Centers, New Haven (Conn.) Free Public Library.

Mr. Meredith Bloss, Moderator, City Librarian, New Haven (Conn.) Free Public Library.

* Sponsored by the Committee on Serving the Functionally Illiterate. Hotel Americana, New York City, July 11, 1966, edited and reorganized.

***The Problem* (Mr. Bloss)**

In April, 1966, a number of librarians took part in a Washington meeting to consider how libraries might help in the anti-poverty effort. Federal agency personnel reviewed several programs. The one note that ran through all presentations was the need for literacy. Job Corps, Manpower Development and Training, Economic Opportunity, Vista — the first problem: you can't get the program off the ground until those who would benefit can read.

Two years ago, the Public Library Association appointed our Committee to study ways in which public library services could be extended to the functionally illiterate. Last year the Committee drafted a statement about the public library's responsibility for service to the functionally illiterate, which was adopted by the Public Library Association Board of Directors on July 9, 1965.

A further need was devised: how can the public library go about it? Dr. Peter Hiatt of the Committee prepared a "Workshop Outline on Serving the Functionally Illiterate" for the use of local, state and regional associations. Both of these documents have been widely distributed by way of a report on your Committee's activities.

Carrying on now the practical approach, this meeting today was planned as a problem clinic. What can be done? How can obstacles be overcome? What has worked? This spring, in preparation for this meeting, Mr. Henry Drennan of the Committee and of the U. S. Office of Education, Library Services Branch, polled a number of public libraries around the country to find out what their problems are in this area. Panel responses to these questions and to questions from the audience form the content of this meeting.

The panel members include: *Mrs. Eva Williams,* Director of the Chapel and Davenport Library Centers, New Haven Free Public Library, and *Mrs. Helen Pinzi,* Supervisor of Adult Basic Education, New Haven Board of Education and Director of their pilot project in adult literacy which was started in 1963 under a Ford Foundation grant. This project has since become the Adult Basic Education program under the Board of Education. Mrs. Pinzi is also a consultant in Adult Basic Education for the U. S. Office of Education and is in charge of one of the most successful adult literacy programs in the country. *Dr. Bernard Mackler* is a member of the staff of the Center for Urban Education here in New York, a clinical and social psychologist, who is currently involved in studies of school performance among children in Harlem, and who has had direct research contacts with the kinds of clients we are considering. *Mr. Hardy Franklin* is the Senior Community Coordinator of the Brooklyn

Public Library, and has led Brooklyn's pioneering effort in taking the library into the community. *Miss Evelyn Levy* is on the staff at the Enoch Pratt Free Library and is Library Supervisor of that library's Community Action Program. *Mr. Henry Drennan* is Coordinator of Public Library Services of the Library Services Branch, U. S. Office of Education.

Questions were sorted out from the responses that Mr. Drennan received, and I have tried to put these together into categories. The questions that we have fall into three basic categories: staffing, how to find personnel? techniques, how to do it? policy and philosophy — and then some other questions that I can only characterize as "other."

Who Are the Functionally Illiterate?

Most questions have to do with how to identify the functionally illliterate. How do you find them? But let me read the questions themselves. "Our big problem with the adult functionally illiterate is that of devising ways in which to reach them and bring them into the public library, inducing them to avail themselves of library services and materials, and helping them to understand their application to themselves." "How can we interpret the fundamental purpose and functions of the public library to the functionally illiterate, especially in terms of his own needs?" "Problem: It is difficult to reach the functionally illiterate in large numbers. How does a library reach the culturally-deprived, the beginning adult reader?" "How can we reach the functionally illiterate? We have tried many techniques — every technique we can think of — and have only attracted some 300." "How can we locate and communicate with them? The school and church may know who they are, but they're reluctant to give the information. We have always assumed that the person who needed our help would come to the library; now we know this is not so. The problem of the librarian is to understand why people are not coming, and then develop a program which will get them in."

Pinzi: Well, if I hadn't heard "library" said so many times, I'd think I were in a Basic Education meeting because our big problem is recruiting. I think, from where I sit as a supervisor of a program in Basic Education under Title II B of the Economic Opportunity Act of 1964, I should say to you, we're going to do the work for you. Because in identifying and recruiting our people in New Haven for four years, I know that recruiting is the hardest job, and you're being too much of an optimist if you think you can get him into the library

right off the bat. He will have to come to you by a different route, and probably one of the best is through classes in Basic Education. Through those classes you can work toward introducing people to the library.

Levy: As a preface I would like to say *that it is not* the library's Community Action Program that I'm working in and I think this is important; it's relevant to the question. *It is the City of Baltimore's Community Action Program.* The library is one of the agencies working in this program. We are working in conjunction with many other organizations in the same Community Action Centers in the same target area. This has meant that we have been able, although hardly 100% successful, to reach people through working with other organizations such as Homemakers' Service, REASON (a group working with older people), the Work-Training Program (a combination program funded under the Office of Economic Opportunity), and the Department of Welfare. For example, the School Department of the City of Baltimore is training people for particular jobs. As they find people needing basic literacy training, they give it to them and we get called in to help supply materials. The people who are in this program are getting special funds from the Department of Welfare to be in the program so there is that incentive. We are still working, we are still trying, and we are still experimenting and asking questions. It is a matter of working together.

I think one of the basic answers to this whole program is being a good librarian. We do not sit in our libraries and wait for people to come in. We have to go out and find people, find out what they want and what they need. This is as true in the inner city, with illiterates and with the economically deprived, as it has always been true in good libraries.

Franklin: The Community Coordinator Program has tried a couple of ways to reach people in Brooklyn. First we started out by joining organizations. Not just going in with a magic book or an answer to a question, but getting in, working with them on their problems, and then trying to relate in a very practical manner what the library has to offer. We worked with institutions including schools and the P. T. A. groups. We also worked with individuals. It is only after we go out to speak with the so-called leaders that we find out who the real leaders are in the community. And you only do this by working with groups and with the community on a long-term basis. To go into a meeting this March and then go back next year is really not doing anything beyond putting in an appearance.

The Aid-to-Dependent-Mother classes come to libraries. We've had people from such special projects contact us to find out what we can do to help them in their program. We have had Community Action Programs funded by O. E. O. money and the Manpower Training Program, and now we're getting so many calls that we see programs we would like to contact, but because of lack of staff, facilities and materials, we simply can't serve them at this moment. In the large metropolitan area we have more poor in perhaps a smaller area, but you've got them scattered out all over the United States as well.

Williams: In New Haven, we start first with a facility which we like to call a center instead of a branch library and try to make it very informal and colorful. Hopefully we start out in a supermarket and have a storefront. We have a feeling that just the facility itself, the informality, the color and whatnot will make people relax. We also hire people who are not necessarily librarians. We have on our staff librarians and what we call "group-work" librarians. There is a place for each one of us; a group-work librarian might have something that the librarian doesn't have. In interviewing people we look for special talents; how they meet people and relate to people. We call ourselves ambassadors to the community, and are constantly in the street.

The Community Progress, Inc. has a Skill Center in New Haven. A Skill Center is a training vocational facility for the culturally-deprived and the school dropout. It's more or less vocational, hopefully trying to prepare the person for at least subprofessional work of some type. We also cooperate with the Basic Education Program in New Haven. We feel that the library is the place for the Basic Education courses to meet; so we encourage them. In each of our centers we have several classes going. We cooperate with the Urban League; we get to know what everybody's doing at all times; and we take ourselves out of the library and infiltrate the community to try to find out what people want. We realize that we cannot plan for them. We have to plan with them and try to get down to the people that we're trying to serve and give them what they want.

Drennan: Some of the things that have been said here called to my mind a new development, in fact one that may take place in Baltimore. I'm speaking from the federal perspective now. There are funds available from the Department of Housing and Urban Development in the Neighborhood Facilities Program. These Neighborhood Facilities Funds are meant to build structures which will bring many municipal services together in a deprived neighborhood, and it seems to me that this is the kind of operation where the library can fit very

well. In fact, I think this sort of philosophy is already existent in Baltimore, and I do know that the Enoch Pratt Free Library is now negotiating with the Department of Housing and Urban Development in using L. S. C. A. construction funds and Housing and Urban Development funds to create such an agency. If any of you are interested in the Neighborhood Facilities Section of the Housing and Urban Development Act, for they are interested in libraries, drop me a note and I will see that the appropriate people get in touch with you.

Levy: I mentioned the Work-Training Program with which we're working in Baltimore. We're working not only with people who are in that program but have people from that program working for us, being trained and working in the community. Those of you who heard Mr. James Farmer at the Adult Services Division New York City pre-conference will remember that he talked about people working for themselves, for example the Negro community helping themselves. We have found success in having some of the people from the Work-Training Program — these are people who've been on Welfare who have not had college or professional training — working in our centers with library materials and learning to know people in the community. They can tell us a great deal about what needs to be done.

What Subjects Are the Functionally Illiterate Interested In?

Bloss: How do you find out what people want to read? After you teach people to read, what do they read? Outside of the problem that enough materials aren't available, what do you think is the job of the librarian? What's the role of the library aside from whether materials are available or not?

Pinzi: Even the illiterate man who reads just a word or two regards a book as something almost sacred. There is no apathy. The person who is apathetic about Basic Education is not the person whom you are going to see or whom I see. Maybe five years from now we'll be working on this level, but right now the people who are in the classes and whom you'll see in the library, even though they cannot read, are very, very interested in being able to read. You might be interested in some of the things my people want. The mothers want to be able to read stories to their children and they want to be able to read them well, so that they're not ashamed. This may surprise you. We've had a group of pre-kindergarten mothers who wanted us to teach them (remember they could barely read) the

New Math! They wanted us to explain the idea to them. They wanted to be able to get books.

You must remember that you cannot take these so-called under-educated, or socially-deprived, and assume that they are all at the zero reading level. We have just given the Batell Reading Inventory in our program. We have 780 people in our Basic Education Program right now, and most of them fall in the low 4th-grade reading level. Now if you stop and think about it, or even try it, you can write almost anything that occurs in our daily life at a 4th-grade level. Lower than that you start getting into difficulties.

These people are interested in health. What do you do when your children get sick? How do you budget your money? They like to read stories about adventure. They like to know what's going on in the news, and one of the things we are just finding out is that they love geography, but they have no idea where anything is. For example, someone told me the other night that he thought Italy was in some part of the United States.

They are interested, I would say, in every single thing that "the other adults" are interested in. I have to keep reminding myself and my teachers that although the adult may be an illiterate, we shouldn't ever make the mistake of thinking of him as a child. Because a child can't read, we sometimes think that the adult who cannot read is childlike. He has all the maturity, all the interests that you have. Remember this and when you get him into your library, look for anything that an adult would be interested in, but (now I'm asking for the near impossible) on a lower than a 4th-grade reading level. You'll make him happy.

Mackler: I don't know if this is an advantage or a disadvantage — I'm not a librarian and I find it a little bit difficult to speak out of my métier. But I don't hear you sounding like librarians any more, and I don't see the elementary school teachers sounding like teachers any more. Teachers' colleges as well as the centers for urban education are trying to get people out of their usual routine into more community action. I think we ought to be cognizant of some of the problems that occur as we come out of our accustomed role. One of the problems is that while I expect to find some of you librarians, educators, and social workers stumbling over one another in Bedford-Stuyvesant or in Harlem, I wonder if we are really helping the people out there? I don't really know.

In my interviews with adults, white and black, poor and rich, it is clear that most of us in America are not intellectually inclined. Most of us see education — reading, books, libraries — as an en-

hancement to what one can earn. Books which are written about the anti-intellectualism in American daily life — and Hofstadter's *Anti-Intellectualism in American Life* (1963) is superb in documenting this — point to a history of Americans not interested in learning per se. If we know this, then how do we reach people who basically want to improve their lot materialistically, and then perhaps interest them in learning for learning's sake?

I don't know the answers obviously. I don't think many of you do. I see a picture of librarians becoming social workers, and educators becoming social workers, and yet social workers don't want to be social workers any more because they see its futility, and I'm serious, because they've been hounded, criticized, brutalized. I've had police leaders come to me and say that perhaps we should alter the policemen's role. He seems to be very adroit, he's in a community, he knows what's happening, but he hasn't been prepared for many of his roles. How can we change this image and be involved in the community? I see this as a good thing. But the real test is not how involved we get, but what happens to the clients out there. And if it's an economic problem as well as a social one, we're not changing the economy of these people; we're perhaps changing only our well-being.

What is the Librarian's Role?

Audience: Is the role of the librarian changing? Miss Levy said we should, as in the past, try to be "good" librarians. Now Dr. Mackler says our role is changing. Is that true?

Levy: When I said that we have to be "good" librarians, I'm thinking back to some of the statements that were made in the beginning of public library history. Some of those statements of serving people, of serving all the people, of going out and not serving just an elite segment, sound pretty modern as you read them today. I think we have forgotten some of that. I'm not trying to deny the importance of serving students, but we've been so busy running around answering questions that come from the schools that we have forgotten some of our other functions. As far as I'm concerned (and this has to be in some sense based on one's own experience working with the change that is occurring in so many of our cities), if we're going to be content with serving a very small segment of the population, we're only going to get the support of that small segment of the population.

I'm not quite sure what was meant by saying we're having no

effect on the economics of people in the inner city, of people who are either trying to get employed, or, if they are underemployed, to get a better job or a more full-time job. I think of the work that we can be doing for example in this Work-Training Program in which so much of the material we are providing is very definitely related to helping the person get the job. Even if it's simply a matter of reading something that shows how to go in and have an interview, or how to apply for work, let's say, in a kitchen or as a waitress. They need to be able to read the menu themselves, they have to know what the words mean. This is not at all the same as trying to develop a sense of pleasure in reading. I don't think you have that pleasure unless you have a certain amount of skill, and to me the $64,000 question is when does the skill become good enough so that you get the pleasure. Dr. Mackler, I would like to ask you to clarify what you meant about not changing the economy of these people.

Mackler: I'm not sure. The librarian sounds like a remedial reading teacher, which is fine. And I think it's great that many of you are improving the position of a person getting a job, but is this what librarians go into library service for? And too, if librarians are going to become involved in community action, I think this is wonderful; but, if they do, they should remember that the federal government doesn't look very favorably upon Community Action Programs. In fact, many of the Community Action Programs of the O. E. O. are being tailored down a bit. You have a dual problem. If you do become more involved, if more people get better jobs and become more socially aware of some of the social problems they're involved in, and you as librarians have helped them, your jobs may be in jeopardy because you may be under some kind of subsidy. This is the problem I was trying to present. It is no longer missionary work.

Levy: I'd just like to clarify one point. I'm not suggesting that librarians become remedial reading teachers. I think the librarian is primarily concerned with materials. Through the other parts of the Education Act and O. E. O. there are proyisions for having people do the remedial teaching, but with the knowledge librarians have of selection of materials and the use of materials with people, we should also work with the other groups. Maybe in this Community Action Program we'll work ourselves out of a job. I think that would be wonderful.

Drennan: I'm aware that the Community Action Program has been changed, and that O. E. O. is shifting its objectives more to what

we would call an economic orientation and away from what we would call the organization of the poor. However, there are other federal sources for assistance. I think you are aware that the Library Services and Construction Act is being used for projects we could rightly call poverty projects, and being used quite successfully. I think Mr. Franklin will attest to that, particularly here in New York state.

As far as the shifting lines in the library profession, I think we must realize that lines are shifting within all educational professions. We see this at the Office of Education. Perhaps this is not an example of lines, but the Michigan State Library has received a $100,000 grant for teaching machines and other materials to assist the functionally illiterate, and as I understand it, their plan is to put these teaching machines in schools, in public libraries, in prisons, any place that they think they can encounter and help the functionally illiterate.

Audience: (Miss Gibson, a Brooklyn Public Library Community Coordinator). When Dr. Mackler says that we are not changing the economic conditions of the people and are only enhancing ourselves, I wonder if that is really true. As one of the other speakers has said, we do work with Manpower and similar projects. Such projects are directly related to the economics of the people. But we all have been reading articles and noting again that schools and other formal education institutions can affect children only to a certain extent. For example I do quite a bit of work with parents of school children. And while it is true that what we are doing may not directly change their economic situation, and probably will never really change their reading habits, even though they may find out that books are much more practical for adults than they had thought, it is also true that in affecting the parents of these children we are influencing their attitudes. At the pre-conference workshop on "Adults Beginning to Read," Mr. Farmer said that poverty perpetuates poverty and much of this is because of the attitudes toward learning and books. So even if we don't have a direct influence on the economics of the people with whom we are working, or on their reading habits, if we do succeed in changing the attitudes of the parents, so that they will encourage their children, this will surely affect the economic situation in the community.

The Smaller Public Library

Audience: This morning at another meeting most of the discussion was about library systems, and people complained that the community library was not being considered. We have on our esteemed

panel here representatives of large cities and large systems where they are fortunate enough to have agencies with which they can work. I grew up in a community where the library was the only agency, and we feel that if we can present a program to the community, we may in some way stimulate other action in the community by making the city council aware that there is a need for programs that have never before been offered. Therefore I feel that it is not only our well-being which we are enhancing. Perhaps in some way we may contribute to a total community program.

Franklin: You know, big cities have all the problems that little cities have, and just as you are in an area with very little organization, three of our Community Coordinators in Brooklyn are in areas with very little organization. Bedford-Stuyvesant happens to be an area with plenty of organizations. They may not all be doing that much, but there is a taste of all types of organizations there. So big cities still have the same problem.

I want to make a comment on this economics discussion. There are a lot of ways that you can begin to make a dent in this problem. It's not librarians' fault that one of the bases in America for getting ahead is built around money. That's not our fault at all. So we're trying now to do something about this. And even though we aren't throwing Shakespeare out in front of a person as an answer, we are trying to point up the informational sources that are available in libraries. Let a man on the lower rung of the ladder, who has to deal with the problem of sanitation and doesn't know where to turn, know that he can go to the public library, rather than to the drugstore or to the candy store where he may get the wrong information. Usually a library is close enough for him to go in, and we've got the directories there gathering dust. All we have to do is point it out, tell him where to go, what agency will cover what function and so forth. Now when you go into the formal classes, one of the things that you can do for the teachers in the Basic Education Program is to try to tell them what the libraries in the area have that will supplement their program. Not all teachers are library-oriented, nor are all principals. We've been working on this situation for a number of years and one of the things that we have to do is to really sell what we've got to offer in a practical manner. Even though our activities may not make a dent, any more than some of the federal programs, as Miss Gibson said, we are making people aware. The Community Action Program probably won't change that much, because once these people have gotten a taste of what everybody else is enjoying, they're going to demand it.

Teaching Reading

Audience: I would like to ask Mrs. Williams if she has managed to avoid teaching and tutoring in her center in New Haven.

Williams: Well, I myself have managed to avoid it, but in teaching and tutoring we try not to compete with the structured type of teaching and tutoring that schools carry on. I was on the floor one day, for instance, talking to a visitor from the University of Wisconsin. After we finished talking over our program, a woman who had overheard us came up to me and started talking about the difficulty she was having with her son, who was running around the library and pulling everything off the shelves. He was a big, husky kind of guy and you would think he didn't have any problems. She began to moan, "He just can't concentrate, we're having trouble with him at school, and I myself am not equipped to help him. What can I do? Where can I go?" I sat her at the table and I said, "Well, let's talk about it." Before it was over, I had directed her to Basic Education class herself, and had decided that if she didn't want formalized tutoring, we probably had people on our library staff who were equipped to discover her son's problems. They could help him in an individualized, personal, one-to-one way without trying to use certain teaching techniques that we don't have. She was grateful. We try to eavesdrop all the time and seize a situation. I think that that sort of problem is in our province.

Bloss: I'd like to add that we see the Center as a nucleus which attracts volunteers. We have six full-time staff members, but we have anywhere from 20 to 30 working in the Center as volunteers — people who are interested in what's happening and who come in and give of themselves. And it's a place where they can give. They may be Yale students, they may be students of other colleges, they may be retired teachers, or other individuals.

The Use of Indigenous Personnel in the Library

Audience: To what extent are the poor hired in New Haven, New York, Baltimore, and other places? If they are hired, what problems do you have with the political establishment?

Levy: I'm glad this meeting occurred this week and not last week, because our new budget has just come through, and we have been given money to hire library aides from the community. We've been asking for this for a long time from the community, and as

soon as I get back to Baltimore we will put some of the people who have been in this Work-Training Program on our payroll.

I think we could very easily have some difficulties with the city government if we're really serious in what we're doing, because in a way we're trying to be part of a social revolution, and it's going to disturb a great many people. One of the ways I feel we can reach people is through the elections in the fall. For example, in the city of Baltimore we are making a very special effort to educate people in the inner city. In this program we are working as closely as we can with CORE and other groups by providing materials as simple as we can find. One of the difficulties is that most political material is not easy reading. The League of Women Voters has been trying to work on some very simple material which we will have available for people to pick up in our centers and in a station wagon bookmobile which goes up and down the streets with material.

Franklin: In Brooklyn, we submitted a proposal recently funded to the Community Action Agency, Bedford-Stuyvesant Youth in Action. With this money we're going to extend the hours of all the branches in the area, train the aged from the target population to take care of their own book collections and in techniques of story-telling. Just last week, we had orientation programs for the aged in the Home-Work-Study Program. They will be manning libraries and eventually telling stories at their Headstart Program. In addition, we are assisting them in selecting and ordering and will process the material for the project.

Mackler: I consider the question raised about politics and the establishment a very serious one. In 1959 there were no discussions about poverty and illiteracy. We've been discussing this for the last four or five years, and the issue is: what can we demonstrate to a Congressional Committee meeting which asks three years from now what these federal programs have produced? We all hope that we can show mathematically, statistically and psychologically what we have done. If we cannot demonstrate a great deal of accomplishment to a very close-looking Congressional Committee, many of these programs will come to an end. I can document this by asking you to look at today's *New York Times* editorial. It said that basic research will be cut down as opposed to applied research. Then the word will come out that applied research hasn't worked as well as we would like it to. Basic research and applied research are fine if you're producing missile fuels and rockets; but in social science, in areas we are concerned with, I see a specter of more and more frugality in

programs that don't cost the government that much in comparison to military expenditures. But I think the handwriting is on the wall for us. We will probably return to a twenty-year period when we will never know about one-third of our population.

Library Staff

Bloss: One of the large areas of inquiry had to do with staff, and I would just like to read some of the questions that we had, and then again see what the responses will be. These are taken verbatim from letters from various libraries around the country.

"We need properly trained staff, having not only library training, but either social work or welfare experience." "Staffing is very important. Library schools should accept the responsibility for training people in this special area." "Staffing is the problem, finding and being able to hire the right kind of librarians." "What can library schools do to orient librarians for this work?" "How and where can we find the staff for this work? Librarians are in short supply and not prepared anyway by temperament or training." "Library schools are not training for this work, but for book evaluation and reading guidance; but there is an intangible need to be met first." "A librarian who has a concept of social service is necessary for the job." "Many librarians are unwilling to work in these communities because of the hazardous conditions." "An intensive in-service training program for the staff, generally middle-class, and whose clientele has been largely middle-class, is urgently needed to help them develop techniques for working with the changing urban population." "The largest problems in this area are: freeing professional staff for contact work in the community; encouraging professional staff to consider this major task ahead of routine procedures; encouraging innovative approaches to serving unmotivated and functionally illiterate persons; finding personnel with training, experience and interest in basic adult education and problem readers." Running throughout, you'll notice this idea of a special kind of activity; that it's not library work really, it's something else.

Williams: I have finally decided that there is a breed that we are looking for, a breed of what I have called librarian group-workers or group-worker librarians. You have to have a certain intangible something — an open mind, lots of energy, willingness to consider the intelligence of the people with whom you work and who work with you, and a willingness to give them more responsibility. You've

got to get out on the street and "get with it," sit on the steps instead of sitting in the swing. When you're interviewing people for jobs you have to look for what you think you want, after having experimented with this thing yourselves as we have experimented in our centers for about two and a half years. I don't know yet what that indefinable thing is, but it's a certain quality, that "it," that spark, that something that you catch. People come to you and they are personable, they are intelligent, they have an open mind. They have to have an open mind about "keeping the store." They've got to learn library routines if they're not trained librarians, but they also have to know how to meet the public, meet the community on the street, in the laundromats, in the supermarkets, anyplace they happen to go. You've got to be all over and just play it by ear, by trial and error. Somehow or other, you find your group-worker librarians emerging as a breed.

Levy: If you think back to what we've been talking about, about a good adult services public librarian, you have most of these qualities. The hackles were rising very high on the back of my neck as I heard the "*this* kind of work." It sounded very much like the people who say, "You go to work with *those* people."

Franklin: I think when we talk about breeds in the profession, we've really sold ourselves, but outside of the profession we haven't done so well. When you go out and talk about librarianship and librarians, people still say that you are the person who checks out books. They don't believe that you have had any training, or any special qualifications other than a love for material. We know that this is not so, but we haven't sold it to anyone else. The adult services librarian, I think, is just as good a person as any other to get out and meet with people. We are supposed to know books, and we are supposed to relate books to the people who come into our branches. It has been my experience that we don't have enough adult services librarians doing this. Children's librarians and young people's librarians do this. When a youngster enters a branch, he is immediatey approached or attacked by a children's librarian. Why can't the adult services librarians do the same thing?

We know that the clientele that you're working with is not pushed into libraries. Since they're not a captive audience, you've got to do a little bit extra.

I get kind of burned when I hear talk about workshops and orientations to help people to get out and work with people. If you have a love for people, you ought to be able to get out and work

with them. Sure, you're going to make mistakes, we all make mistakes. And it's best not to have a structured program to wrap around somebody's neck. You don't know all the answers, they don't know all the answers; but these adults are beginning to become more aware of what they can do. Now they know their own problems and can point them out to you very quickly, but they don't always want to do what has to be done, because it's a long drawn-out process.

You keep talking about big city libraries, but a small library could do our Community Coordinator Project much more effectively than we can. In the first place, you're in a smaller area. You have fewer people to deal with. Usually you have one large branch and several smaller branches. That large branch is known by everybody in the town, whether they come into it or not; and they can possibly recognize the person who is in charge of that building. However, they don't know that building has anything to relate to them.

Just as an example, send some of the small churches a post card and ask if the hours of services for the churches have changed. If you do, I'd bet you'll get more returns from them than you'd get from the big churches downtown. This takes just a little effort. But pretty soon they'll be coming to see if you have such and such a program, or even if what you have will relate to some service that their church is trying to offer. Just little things, but sometimes they work.

Mackler: I could close my eyes and replace the word "librarian" with "psychologist" or "social scientist" or "teacher." The same kinds of discussion, I'm sure, were occurring about fifteen years ago in the middle or late 40's among other people who work with people, and they decided (they being the people who were in charge of their profession) that further work was needed to work with people. Now, if you want to be a psychotherapist, you have to go to school for ten years so it's more scientific; or if you want to be a social worker, you have to have more schooling. I'm delighted that librarians don't think they have to get more schooling to work with people; but among a few, I'm sure, there must be a need for status as a professional. If you are competing with other professions, the one way to get status, I think, is by the way the panel said — by working and getting out in the community. It's not by book learning, a dissertation, or a degree at a university.

The Empathetic Librarian

Audience: The librarians need to be in circulation as well as the books.

Audience: (Gibson): Someone at the A. S. D. pre-conference this past weekend made the point that this target group we are so interested in reaching is not so much unapproachable as unapproached. I'd like to carry that a little further and say if there is anyone who is unapproachable in this business it is we librarians, and I think that's been brought out by many of you here today. I think the time has come when we as a breed need to re-evaluate what our goals and aims are. What it is we want to do? With the need as great and as widespread as it is, we need to do whatever we can in whatever way that we can. If it smacks of a librarian becoming to some extent a teacher, then why not? After all, we are all familiar with the old cliché that the public library is the people's university. If this is true, then in a sense we are teachers, and certainly education and the dispensation of information is a part of our role. I believe that in this case almost any means that is worthy will be justified by the ends. I don't think we should be as concerned with how we plant as with the harvest we hope to garner.

We do need to re-evaluate ourselves and our goals. Wittingly or unwittingly, as a group of professionals we rather glory in the image that many lay people have of us. I, for one, have certainly committed what some might consider the cardinal sin. I've been going around broadcasting all over my area of Brooklyn that it isn't true that librarians have read every single book in the library and that we know everything. I'm sure they'd find this out sooner or later talking with me. I learn from them. It's a continuing process, and it's a reciprocal process. Probably every time somebody comes to me with a reference question or for information, I'm learning something that I didn't know before. I think if we stopped making them feel that here's a person who knows everything, if we became a little more approachable and worried more about what it is we want to do (remember that we're not just people who want to circulate books to keep high statistics, we're interested in service and the ultimate effect and end of all this), I think if we'd do that, a part of our problem would already be resolved.

Pinzi: I'm going to share an incident with you that happened in New Haven, and this, I think, will illustrate in which direction we must go. We, as a matter of procedure, take our classes to visit the neighborhood library. One evening as we walked out, I said to one of my favorite students, "How did you like the visit?" He said, "Now Mrs. Pinzi, if you'll translate to me what the librarian said, I think I'll get something out of it." Actually, this may be a finger pointing at you. It's not what you have to say. My husband says I now speak

in one-syllable words. They understand me, and this is what you have to look at. You don't need any special seminars. Work with these people. You have got to learn to speak their language. You've got to forget our so-called middle-class mannerisms and expressions and words. How can you do that? There' just one way. Work with them, visit their classes, go to their churches, bring your facilities to them. If you do, you will see that your language and your presentation will change.

Evaluation

Audience: Dr. Mackler, how can you document the change statistically from a social scientist's standpoint?

Mackler: I'm not speaking for myself. I'm speaking as if we were before a Congressional panel, and they said to the librarians, "Can you come up here and document your services, what you've done?" Now I'll speak as if I were the social scientist at the same panel who will say, "What to you think?" The point is that there are intangibles that can never be documented, and I represent in part that point of view. I wouldn't advocate psychological testing or interviewing or advanced-degree work to find out who cares about people and who doesn't. There are limits in evaluation. The evaluation could be an opinion survey and could look for changes in the behavior of people who use library services. Did an adult use the library once a year before the program started? Does he use the library more often now? How does he use it? How does it affect his social life? How does it affect his economic life? How does it affect the way he relates education to his children? You couldn't get all this by an opinion survey alone. You might have to watch the persons, observe them and also interview them. There are ways of doing this, but I'm suggesting that there will still be intangibles.

The trouble with social science is that there is no such thing as a fact. It's always in a context of people. And there are always social scientists who are interpreting "facts" in different contexts. If you take one person from one point of view who said "I'm sure that the library in New Haven is doing a good job," and then went up there and evaluated it, the evaluation would come out positively. If you found someone else, another social scientist, who was thinking, "Perhaps they are not doing as well as they should," it could come out that the New Haven library system isn't doing as well as it might. I'll refer you to the research on psychotherapy. There are those who say that

psychotherapy has not been effective. There are those who say it has. So that even here in this evaluation, you won't get a cut and dried answer. I don't know whether or not this answers your question.

Audience: Where should the library start in the evaluation of these programs?

Mackler: I think the best way to begin is to find out what the behavioral changes are in people coming out to use the library, how the librarians themselves have changed, and what impact they have had. If you have 200 people using the library, take only 10 or 20 representing the whole 200 who are using the library now. Look intensely at how they are using the services. You don't have to study all of them or look at all of them in detail. And also look at the librarians, see what changes occur in terms of their being more approachable. Are they in fact more approachable? How have they become more approachable? What effect did this have on the adults and children they are now serving?

Levy: I wonder if another way of judging would be to try to see what happens to people who are not using the library. For example, if you have only 5 or 10% of the community using the library (and you can very easily find out who is using the library), what happens when you go out and try to relate to other people in the community? Are you getting more people who are using the library? Are you getting demands from people for library services? It reminds me of some interviews that took place in the target area of Baltimore when they were studying the inner city. One of the questions that was asked was, "Are you satisfied with the school system and the educational system in this area?" In this particular area the school facilities were not very good; the buildings and the equipment were old. However there was very little expression of dissatisfaction, not because there was no need for improvement and greater service, but because people didn't realize there was need for it. Could this be true of libraries as well?

Franklin: I'd like to mention a couple of measures of success that we find useful in Brooklyn. One is circulation. If circulation goes up, we can say that this is the result of the activities of someone in the area. Another is a request for service. There have been approximately 1,000 requests over the last two years for types of services. This is a good way of evaluating our effectiveness.

Also there is involvement with organizations. Do they let you in on what's happening at the beginning? Are you called and con-

sulted with on activities that are about to take place in the community; or are you just brought in after everything is planned. Are you included on boards and planning committees? Usually when we get involved, we go through the education committee. Most organizations will have a program committee, and it will put the library's personnel right in where everything is going to happen. After you've been there a time, and you've demonstrated that you're interested in the organization and the problems of the community, you can begin to slide in your little propaganda about libraries. Eventually the library's role becomes taken for granted.

We have a project that we call "3B's" where we put little reference sets in a common gathering place: bars, barber shops, and beauty parlors. The first thing most people say is, "You're going to lose those books." They're paperbacks. We have put in almost 50 of these sets, and we haven't lost one in the first seven months of operation. A lot of them are in terrible condition, but all the sets are still intact. We have a little wagon called Sidewalk Service. In it we go out and demonstrate types of services that are available in libraries. It's equipped with a loudspeaker and a tape recorder, and we will be having storytellers, financed by an L. S. C. A. project, who will go out, recruit youngsters and tell stories to them. And we're giving out a brochure we call "It's to Your Advantage." We're hoping they will draw people to branches all over the city. The head of each branch will collect the brochures from inquirers and send them back to us. In that way we can document one aspect of our effectiveness.

Professional Philosophy

Bloss: We still need to deal with the basic philosophical question: namely, should we do this? "Is service to this segment of the population going to disturb the balance of service to the community as a whole?" "Should special services given to culturally-deprived communities be over and above regular services?" "In the specific matter of the functionally illiterate, it has not been the policy or philosophy of this library to conduct reading classes or to furnish material specifically for such a program; and this is not to say that we won't change our minds sometime, but if we were to change our minds, it would definitely not be at the expense of the current ongoing programs." "Working with the functionally illiterate seems to be deeply involved in social work. Like other libraries, we are uncertain of our ground in this area." "I think that libraries should stick to their knitting. They are, first and foremost, information agencies.

Peter Drucker has repeatedly said that an organization must clearly define what business it is in, and libraries are in the information business. They are not in the welfare business, the teaching business, the entertainment business or the babysitting business. Therefore anything they do must relate to the collection and dissemination of information. That is the one and only test."

Franklin: Kathleen Molz wrote a very fine article in the *American Scholar* (Winter 1964-65) called "The Public Library: The People's University?" In it she states the case of the public library. I think that the public library is supposed to be for the public, and I don't see how you can divide it into clientele that are normally served and "those people" or whatever you want to call them. We serve about 20 to 30% of the population in America. Well, what about the other 70%? Whose job is it to serve them? If we are the "public" library, as we say, then we ought to be concerned about cultivating and developing this 70%, because in the end it's going to mean larger staffs, bigger budgets, and bigger programs for us. So why not get out and do something about it now? In some areas in large cities the so-called readers are moving out, leaving the poor behind. Eventually you've got to go down and really justify your budget. How are you going to do it with people who don't know what you've got and don't know that you're there to serve them? I think it's the responsibility of the public library to serve the unselected many as well as the selected few.

Mackler: There's another issue here. What would happen if libraries, schools, and all public institutions were located where they would all be desegregated in action. I'm not speaking about the South now. If a New York public library branch is located in Riverdale, only white children will come to it. If it's located in Harlem or Bedford-Stuyvesant, only Negro children will come to it. What would happen if librarians decided to change who comes or who doesn't come, and also made sure that the services were always given on a desegregated basis? This is a lot harder to do for a library than for a public school, since everybody has to go to a school. But yours is a public function, and it somehow is always meted out in a discriminatory way. I think Mr. Franklin was pointing to this. If the library began to reach out to children who were not interested, as well as to children who were interested, if the wagon you mentioned which goes up and down the streets would go beyond the confines of Bedford-Stuyvesant, and if a service wagon in Riverdale would go beyond the confines of Riverdale, I think we would have another instance of desegregation of public services.

Pinzi: I didn't like the word "regular," indicating that the other group is not regular. In case some of you don't know the number of undereducated adults in your community, I would advise that you find out from any of the last census reports. The statistics are startling. If you want a broad nationwide figure, it is one-tenth of our population, and I think that any public institution (and I as an outsider feel that a library fits into this category) must certainly serve this one-tenth as well as the others.

Audience: (Mr. Nolan Neds, Librarian, Milwaukee, Wis.): Milwaukee is at the moment involved in a community library project, and we have one person working in what's called there, "the Corridor." We are looking forward to using the techniques learned in this activity to serve the middle-class, whom we thought we were serving all along, but perhaps not so effectively as possible. In other words, the librarian going out into the community can be used in a middle-class neighborhood certainly as well as in any other neighborhood; and we hope to learn the techniques for involving the middle-class, as well as the poor, in use of the library.

Local, State and Federal Support

Audience: Most of these programs seem to be funded by federal agencies under federal legislation. Isn't it time for the local community to pick up this burden and not wait for federal legislation to do it? Isn't it the responsibility of the city to care for this segment of the population, as well as the other segments?

Mackler: The question is most crucial for big cities which are ringed by affluent suburbs. The latest New York City budgetary crisis will speak for the issue in many large cities in the United States. The suburbs don't care and won't. They won't pay for the services in the city, even though the men and women go there every day to work. The library in their own suburb may be excellent, but they don't care about the school, or the police force, or the sanitation department in the metropolitan city. And the first budgets to go will be those of the libraries and schools. You have to keep fire and police protection. The issue is: will the city change? Mayor Lindsey was trying to educate his own constituents, and received no support whatever from the suburban congressmen. The city will be in deeper and deeper trouble, even though you raise your voices again and again. How can we change the city so that it will truly represent the people who use its services? If you had suburban libraries and inner

city libraries dependent on the same budget, this issue would change immediately. I think even raising the issue now, it will not fall on deaf ears. Every service has to raise this issue with the city, so that its territorial existence changes, so that the inner city doesn't become a target area.

There's a contradiction even in the way the city is beginning to emerge. The city is becoming a place where a university should be, where a museum should be, or where a Lincoln Center should be. By accident, the poor live around these places as well, but they can't go to Lincoln Center, because it cost $5 or $6 a ticket. When will the city change so that it's not just a service area for the suburbs, and a hovel for the person who has to live right near the center?

Audience (Mr. Eric Moon, editor, *Library Journal*): Going back to this question of funding, Dr. Mackler, is there any real difference between local money and federal money? It's still tax money, and isn't it true that the federal government is a lot more efficient as a tax collector than the city?

Mackler: We're even now in a crisis about taxes between the State and the City of New York. Everybody's afraid of giving up his local political base. He'll pay taxes, even to the tune of $1200 or $1300 to protect his home and his school, but he won't contribute to the state or to the federal government. The federal government is better at collecting because of enforcement. I think we're going to go through some kind of crisis in urban areas about tax base, transportation and public services because of this problem of local autonomy vs. federal authority. The question of federalizing education is becoming apparent right now, and many local areas are afraid of being federalized. The same thing will occur with libraries. The issue of a local library vs. a regional library, subsidized by the federal government, will create the same kind of problems that we see now in education.

Audience: Last year about this tiime I had a chance to talk to the branch librarian in Watts. I asked her about her budget. She told me that she justified her budget on the basis of the number of books circulated. As you know, Watts has a very low number of residents who can read, consequently the number of books circulated is very low. As a consequence, she was trying to include almost every statistic to justify her budget. You know what has happened in Watts.

I can remember reading years ago that the federal government determined that the best thing to do for countries that were not ad-

hering to the policies of the United States was to cut down on foreign aid. I have been in Peru for two years. I can tell you that only very recently, after about 20 years, are we beginning to see the product of some of the programs that were started there many years ago. When you are dealing with intangibles, you cannot expect to derive benefits overnight. To believe that you can change overnight what has been done in some cases for hundreds of years would be unrealistic. I think when we can have an informed society, when there is less violence, when there are fewer people lacking jobs, when the community is really producing, then I guess you can say that we have reached the goals of our America.

Audience: In connection with the remark about Watts, it is true that our library's budget, like most library budgets, depends upon work-units (based on circulation), but this is for the entire library system. The Watts' library budget is not based on the circulation which goes into that agency. The Los Angeles Public Library has a very definite concept of its social responsibility in the community. It was with funds from the city budget that we carried on a limited experiment in the Vernon branch, a Negro community. We are now working with Library Services and Construction Act funds, operating a pilot project of service in a variety of areas: a Mexican-American community and a mixed racial community; and we have a bookmobile which will soon be delivered. Actually we're starting service in ten days in the Watts area. It is our expectation that from the reaction and the development in the community, we will be able to continue this program with city funding after the Library Services and Construction Act expires.

Audience (Moon): I think perhaps the answer to the question that Dr. Mackler raised before, about what's going to happen to change the cities, requires a federal solution. It seems to me that the cities are completely unable to take money from suburbia and put it into the city. It is fairly obvious, in New York at least, that the state is not only unable but unwilling to do it. The federal government, I think, can do it, and surely will, for the very simple reason that the heart of the economy has got to be centered more and more in the large cities. As soon as that economy starts crumbling, through cities breaking down, the federal government can and will do something about it.

Mackler: There seems to be a paradox. The economy is centered in the big cities right now. It's only by producing better railroads and better roads that many of us can travel an hour to two hours

away from the city. We earn our money in the city, but do not partake in the social conditions of the city. The city is the heart of our economy, yet the city is falling apart, but not economically. I agree that federal subsidy is important, but there are many ways, if politicians were only interested, of changing the suburban-urban problem. For instance, if every suburbanite were given a commuter tax (e.g., if he had to pay $10 a week to the city just to get in and out), this would change the situation. I don't mean a transportation tax, I mean a commuter tax. There are federal ways to do it, and there are local ways. The economies are in the city, it's just that the people who can use and abuse the city don't have to live there.

Levy: I don't want to be pessimistic, but I would hate to have anybody leave here and think that he's going to revolutionize the situation in a week, in a month, or even in a year. There are many frustrating experiences; there are many disappointing experiences. Sometimes you're way up and sometimes you're way down, and it's slow. It means a lot of hard work. But if we're going to continue as a public library, we've got to do it.

Audience (Gibson): In Brooklyn, the Community Coordinator Project did begin as part of the local program, and it went on for three years before being funded by the Library Services and Construction Act. If the local groups make a good plan and submit it, they stand a pretty good chance of getting it funded.

I don't think we can ever go back to what library services were. The fact that we will have seen what has happened with federal money in agencies will mean that no matter how much you have to make adjustments and shifts, you cannot go back to what was. The local people will have seen some of the results, and they will do something when federal money is withdrawn.

Audience: I'm wondering, in all these marvelous programs that I hear about in which libraries are involved in Community Action Programs, if the emphasis for the library's involvement has always come from the library or has it ever come from the Community Action Agency? I find it almost impossible to get anyone who is either poor or anyone who is involved in some arm of the government to realize that libraries have anything to contribute to the solution of this problem. I would appreciate any suggestions.

Levy: I think this depends to some extent on how active libraries have been in the community in the past. As far as Baltimore was concerned, when the original project was submitted to Washington,

there was in the program a part for the library. It was approved and the Community Action Agency in Baltimore was established in February of 1965. Then other agencies began to develop programs and we got our contract in July, which was rather fast, when all things are considered. So I think that there is certainly no reason why the library cannot be part of it all, but you can't suddenly say, "Well, I want to be part of this," and expect other agencies to say, "Come right in."

Franklin: I was involved with the Community Action Program, Youth in Action, from its inception. The same thing has been true of our other Community Coordinators in some of the other areas. We also have our District Librarian working with community councils and coordinating groups which will eventually become the Community Action Agencies for the various programs. Our Reference Director worked directly with the research staff of the Community Action Agency. We have had orientation programs for staff as well as for the nonprofessionals; and they're to the point now, where in some of their programs, the first thing they call for is books.

IV. Current Practice: Some Selected Examples of Public Library Activities Concerned with the Functionally Illiterate

The following examples of current efforts to reach and work with the functionally illiterate have been drawn from letters received from three-hundred public libraries queried. No attempt has been made to be complete, but we hope the examples of activities are representative of current practice. Many other public libraries are actively concerned with the functionally illiterate and the larger group of culturally-disadvantaged. For further information the librarian will first want to turn to the literature and, only then, contact the already overburdened libraries which are identified here.

In order to facilitate the interpretation and location of services, we have divided the library programs into the following catagories:

Services for Groups

Services for Individuals

Personnel (including use of indigenous personnel and volunteers)

Cooperation with Other Agencies for Community Development

Community Librarians

Participation on Other Agency Boards

Provision of Specialized Materials

Facilities

For the most part, only those programs which have been started are listed. We are confident that many projects are underway which have not been identified here, but we hope that the scope and variety off such activities are indicated by those selected.

Services for Groups

General

Consultant gives talks to adult evening schools and to enrollees in the Neighborhood Youth Corps. (Washington D. C. Public Library)

Staff (1) participate as speakers and resource persons at special conferences, meetings and workshops conducted for leaders and volunteers, (2) give tutors to groups in branches, (3) instruct participants in the poverty program who come with their leaders to learn to use the service and resources. (Chicago Public Library)

Library serves teachers in the Head Start Program. (Morrison-Reeves Library, Richmond, Indiana)

Program for Shut-ins and Senior Citizens Project on trial basis. No special book collection or mechanical reading devices are contemplated in the pilot project. The resources of the Central Library used in supplying reader materials. Advisory work accomplished on regular visits and through booklists selected or prepared by the staff. (Los Angeles Public Library)

Radio and Library programs in Spanish. (Miami Public Library)

Reading aloud (informal groups), filmstrips, film programs. (Akron Public Library)

Strengthening and publicizing the summer reading program so that more children participate and remain in the program. (Newark Public Library)

Door to door visits in a poor neighborhood to invite residents to programs. (Miami Public Library)

Film programs increased in several branches to try to reach a public that has not come into the library before. At least two serve areas of the city in which a film series could be used to aid in supplying a general knowledge background to "culturally-deprived" people. (Miami Public Library)

Work with Classes

Adult evening classes visit the library for a tour of the building and also see a film on the use of the library. (Washington D. C. Public Library)

Classes for adults and young people not enrolled in school (reading fundamentals of public speaking, basic grammar). (Miami Public Library)

Classes from adult evening schools near the central library as

well as schools in deprived area visit the central library and the branches. (Washington D. C. Public Library)

Work with tutoring groups. (Public Library Service for Portland and Multnomah County, Portland, Oregon)

Class visits to the central library are arranged, borrowers' cards are issued and orientation tours are provided for all. (Seattle Public Library)

Give special introduction cards to those in basic education classes. (Indianapolis Public Library)

Dixie Park Branch, located in an area that is largely Negro, has made the library available to groups that seek to raise the cultural level of the people. Currently, there are meetings once a week at the branch, a class in English grammar, and a class in speech. A class is planned in reading fundamentals and also a "Family Forum" that will take up such topics as nutrition, clothing, dating and marriage, etc. (Miami Public Library)

Handicraft classes and speakers for mothers while pre-school children are attending story hours. (East Cleveland Public Library)

Invite literacy classes to visit Center. (Arkron Public Library)

Library Classes

Reading Centers for limited adult readers. Easy-reading level books, non-book materials and equipment, and special staff including Reading Specialist. (Cleveland Public Library)

Adult Reading Center. (Kalamazoo Library System)

Branch in culturally-disadvantaged neighborhood has been working with Goodwill Industries in teaching reading to adult illiterates in the branch library by "Words in Color" method. (Dayton and Montgomery County Public Library)

Project Tutor built on the concept of "each one teach one." Volunteers are working with good success to assist youngsters who are not responding positively to school environment. (Long Beach Public Library)

Discussion Groups

Neutral areas for discussions on community problems and special programs on family life, money management, legal aid, vocational guidance, and Negro history and culture. Recent experiments with creative drama for culturally-deprived children, films and booktalks for youths on probation, and refresher courses for those who fail the

initial screening test for the Armed Forces. (Philadelphia Free Public Library)

At the same time that the story hours are being conducted, discussions are held with parents, guardians and other adults who accompany the children. The major objective of these discussions has been to inform them more thoroughly of the value to their children of attending the programs and to inquire of the areas of interest of the adults in relation to establishing programs for them. (Queens Borough Public Library)

Children

Provide disadvantaged 4 and 5 year-old pre-school children with reading, viewing, and listening experiences from which the prerequisite skills for learning to read are derived. Done through story hours, film showings and record sessions. (Wayne County Michigan Public Library)

The central and branch Children's Rooms have class visits from pre-school, kindergarten, elementary and junior high schools in many deprived areas. (Washington D. C. Public Library)

A few years ago the school system initiated a crash reading program and the library participated to the extent of working closely with the program in those branches that are located in or near centers of Negro population. The children receive credit in their respective schools for books they have read in the library summer reading club. (Miami Public Library)

Project Head Start Classes and classes for the emotionally disturbed and for the youngsters that cannot communicate. (Long Beach Public Library)

Games for letter and word recognition (scrabble, anagrams, puzzles) to encourage youth and adults. (Akron Public Library)

Send letters to the parents of every child toward the end of the school year, encouraging the parents not only to send their children to the library, but to go themselves to begin their own reading program. (Atlanta Public Library)

Small federal grant to be used for the establishment of a library of books recorded on tape for the use of the blind in the State of Illinois. (Chicago Public Library)

Pre-school story hours are being conducted in branch libraries and are fulfilling a particularly important need for children in impoverished neighborhoods. (Chicago Public Library)

Add story hour and activities program to bookmobile stops in culturally-deprived areas. (Newark Public Library)

New activities in branches include informal reading aloud, playing of good music, special displays, etc. (Dayton and Montgomery County Public Library)

Pre-school programs designed to assist pre-school children in culturally-deprived areas in becoming emotionally and socially prepared for the formal learning experience in school by orienting and acquainting them with books and reading for their personal pleasure and enrichment. College graduates, interested in working with children, have been recruited as library aides and given intensive training. Programs are given at Library Agencies and at day-care centers in the areas of Brooklyn most in need of this type of service. (Brooklyn Public Library)

Mass media publicity, such as full newspaper coverage, TV shorts, and radio programs, and handbill type posters. (Kalamazoo Library System, Adult Reading Center).

Program Advisory Service

Cooperates with other agencies in developing and correlating programs and services. (Gary Public Library)

Supplies books and audio-visual materials, prepares reading lists, and provides advisory services to individuals and agencies engaged in combating poverty. (Washington D. C. Public Library)

Services for Individuals

For 20 years a Readers' Adviser helped people prepare for their high school equivalency diploma. Although not as frequently requested, the library also assists persons who wish to prepare for 8th-grade equivalency examinations. (Providence Public Library)

In a small branch there is an intimacy and possible greater depth of service. Many of the students using the branch are so poorly equipped that they cannot cope with organizing or interpreting assignments. The library assumes some aspects of tutoring. (Chicago Public Library)

Contact with the students is furthered by "The New Reader" as well as through the school system. (Kalamazoo Library System, Adult Reading Center)

Library offers vocational guidance service through staff and books. (Washington D. C. Public Library)

Pre-school program called "Operation Head Start" is conducted at ten branch libraries which serve depressed areas in Queens. It has as its primary objective the introduction of these children to the values and joy of reading by means of picture-book story hours. These programs are conducted five days a week. As of this time 1,200 children are involved. (Queens Borough Public Library)

Strengthening staffs of children's rooms in branches permit more individual attention to children, opportunity for them to be read to and to read aloud themselves. (Newark Public Library)

The library also maintains an up-to-date index listing all evening and extension courses offered by schools and colleges in the Rhode Island and Boston areas. (Providence Public Library)

Personnel

Staff in-service training institute was on the theme "Operation Reachout." (Indianapolis Public Library)

Employ Youth Corps people as library pages. (Tucson Public Library)

Recruitment program involving some of the student volunteers who are eager to do personal-contact work. (Kalamazoo Library System, Adult Reading Center)

Six part-time university students. (Kalamazoo Library System, Adult Reading Center)

Examined its organizational structure and staffing, and reviewed its services to see how it might help in the war on poverty. (Washington D. C. Public Library)

Coordinator of Special Services was appointed to prepare project proposals, make reports, and carry out research. She has developed eight proposals which have been submitted to the United Planning Oganization and has attended numerous meetings with local leaders and groups involved in the poverty program. (Washington D. C. Public Library)

Staff members have helped train volunteer tutors. Materials and space in branches have been provided for volunteers teaching adults to read. (Washington D. C. Public Library)

All new personnel to work in Reading Centers Project. (Cleveland Public Library)

Library is using personnel from the Neighborhood Youth Corps. (Cleveland Public Library)

The shortage of librarians to work with "Operation Head Start" classes has been overcome by recruiting juniors and seniors in

college and giving them an extensive two-week training course with many practice sessions. (Queens Borough Public Library)

Use of college students to strengthen staffs of branch children's rooms. (Newark Public Library)

Consultant in Adult Education helped select films to be used to train teachers for the Work-Training Program. Consultant for Library Services for the parents' education program of Operation Head Start. (Washington D. C. Public Library)

Graduate and undergraduate college students assist the professional staff in various aspects of the United Planning Organization. (Washington D. C. Public Library)

College graduates, interested in working with children, have been recruited as library aides and given intensive training. (Brooklyn Public Library)

Library Supervisor working with Community Action Program. (Enoch Pratt Free Library)

Established a new position of Children's Service Community Librarian who is training volunteers, Vista and Work-Study personnel in story-telling for pre-school story hours in libraries and other points convenient to the poverty groups. (Charlotte and Mecklenbury County Public Library)

Have a position Director of Home Reading Services. (Detroit Public Library)

Use of Indigenous Personnel and Volunteers

Ten book menders (female) will be trained in elementary book mending, cleaning, and minor repairs for the purpose of renovating the library's book collection both in the central library and in the branch library system. (Boston Public Library)

Work-Training Program offered training in discipline, adherence to schedules, good work habits, development of skills in clerical work, operation of duplicating machines, the maintenance of heating plants, and custodial work. (Washington D. C. Public Library)

One hundred and twenty-four in-school students and 26 out-of-school students were assigned for jobs in the Circulation and Technical Processes Department, the Duplicating Unit, and the Building and Grounds Department (Washington D. C. Public Library)

Non-professional personnel were sought through eleven delegate agencies (schools, churches, and other community agencies), with every effort being made to enlist the services of local residents who

can identify and recruit the named beneficiaries. (Wayne County, Michigan, Public Library)

The library has signed a contract with the local Citizens' Committee on Youth to provide employment for 22 people working under the U. S. Department of Labor's Neighborhood Youth Corps Program. Also, the library is working with the public schools in providing part-time jobs for in-school youth enrolled in Neighborhood Youth Corps. (Public Library of Cincinnati and Hamilton County)

Signed up with the University of Miami to take as many as 40 pages under the Economic Opportunity Act. To date (Spring, 1966) have only two pages. (Miami Public Library)

The library has agreed to employ 75 young people (ages 16-22) in various units of the library as clerical and maintenance aides to present staff (Youth Opportunities Board Program). (Los Angeles County Public Library)

Program for the book mending project has been approved by Action for Boston Community Developments, Inc. (Boston Public Library)

The library is participating in the City of Seattle's Neighborhood Youth Corps Program providing jobs on the following level: page, clerical, custodial and grounds aide. (Seattle Public Library)

A story hour series in Spanish in the Alvarado Branch (Union City) of the Alameda County Library is being conducted by volunteers from the University of California and sponsored by the County Library. (Alameda County Library)

Currently, they are utilizing recipients of public welfare in a Work-Training Program which is providing them with skills of an employable nature. Program is povided through state legislation. (San Francisco Public Library)

Cooperation with Other Agencies for Community Development

General

The library is working with Action for a Better Community (ABC, Inc.), the community agency established to coordinate the planning for the Rochester area. (Rochester Public Library)

Contacted new agencies and with them worked out story hours, discussion groups, and the provision of deposit collections. (Dayton and Montgomery County Public Library)

Participating in a joint public relations effort to promote the use of library facilities and resources. The Westchester County Library System applied for and received the grant in the name of

their library as well as the three New York City and Nassau County public library systems. A program has been initiated whereby the radio and television media will be more thoroughly used as a means of communicating with the public for library purposes. (Brooklyn Public Library)

The library is working actively through Community Councils and social agencies in the neighborhoods of six of its branch libraries to reach culturally-deprived groups. Branch librarians have formed committees to compile lists of books of interest and help for this group, e.g., materials on job skills, English, arithmetic, simple titles with an adult slant, et cetera. (Public Library of Cincinnati and Hamilton County)

The library provides story hours, book discussions, and reading lists for fifth-graders in a disadvantaged area, in an enrichment program jointly sponsored by the library, schools and the Urban League. (Public Library of Cincinnati and Hamilton County)

Packet of reading lists, relating to all aspects of the poverty program was produced and distributed personally on an agency to agency basis by library personnel throughout the city to make a lasting and purposeful contact with workers in the poverty program. (Chicago Public Library)

Cooperate with agencies directly involved in the poverty program—Manpower Training Program groups, tutoring centers, basic adult education classes, urban progress centers, study centers, etc. (Chicago Public Library)

A Literacy Council to exchange information and to list tutoring programs with the library has been formed. (Public Library Service for Portland and Multnomah County, Portland, Oregon)

Library avoids duplicating or overlapping services which other agencies perform. (Washington D. C. Public Library)

Participating in an Urban Service Corps school project. (Washington D. C. Public Library)

Involved with whole Economic Opportunity Program. (Indianapolis Public Library)

Film programs in cooperation with agencies who placed the library on their calendar of events. (Chicago Public Library)

Letters to agencies and talks to any willing groups. (Kalamazoo Library System, Adult Reading Center)

Work with the Public School's adult education program and with our local Economic Opportunity Act Committee. (Emeline Fairbanks Memorial Library, Terre Haute, Indiana)

One library is now actively cooperating with a reading clinic

project of the University of Michigan. The library furnished meeting space, books, and reading guidance. Some twenty children are involved in the program. (Wayne County Public Library)

The library is cooperating with the Seattle School System which has an active educational program for the culturally-disadvantaged of all nationalities. (Seattle Public Library)

Special assistance to a school for dropouts. (Newark Public Library)

Cooperation with Head Start and Pre-School Programs. (Indianapolis Public Library)

The Children's Department is working with pre-kindergarten classes and the child-rearing clinics. (Akron Public Library)

Library Programs in the Community

The Lincoln Plus Project was started in September, 1963 under the direction of Mr. John Clair, City Association of Trusts and Foundations. Its objective is to raise the performance level of the students in five elementary schools feeding into the Lincoln High School. This is a culturally and economically disadvantaged inner city area with a population almost 100% Negro. Particular stress has been placed on reading with a variety of cultural enrichment programs. Efforts have been made to work with parents towards the improvement of home situations, and clothing and hot breakfasts have been provided to the neediest children. The library was asked to help. It decided that a list of high-interest, low-vocabulary books geared to the needs of the students would be a good starting point. A list of about 250 titles was compiled with author, title, publisher, date, price, brief annotation, reading level, and interest level for each entry. The teachers have made good use of this list, and the library has included the titles in classroom collections sent to Lincoln Plus Project schools. Community interest was so aroused that many people offered their services as volunteers. As a result, Mr. Clair organized a group of volunteers to go into the schools and read aloud to first and second graders who have little or no home reading experience. At his request another annotated list of about 75 "Suggested Books for Reading Aloud to First Graders" was compiled, indicating with asterisks those titles that are sure fire for even the beginning storytellers. The library also suggested and had a briefing session for the volunteers. This gave them an opportunity to present the list, talk about a number of books, and demonstrate the techniques of storytelling and reading aloud. The Lincoln Plus Project has been so

successful that for the 1964-65 school year, it was expanded to the Lincoln and Manual Plus Project. Five elementary schools in the Manual High School area were added to the original five. The school has received some donations earmarked for purchase of trade books. The library is selecting and ordering the titles, and the books are being used as a revolving collection. (Kansas City Public Library)

A weekly library-sponsored story hour conducted at the Cooperative Day Nursery for pre-school children in Fodeo, an economically depressed area. (Contra Costa County California Library)

Library has for some years given assistance to the Home Study Association, a voluntary organization of interested citizens who give their services to assist culturally-disadvantaged youngsters with their studies. Six or seven places, including a few homes and churches, have been used. The library has provided a set of the World Book Encyclopedia on a long-term loan, as well as other appropriate books. (Montgomery County Library, Maryland)

Staff conducted informal programs in community service areas such as churches, homes, and recreation centers to tell stories to children, show films and play records. (Wayne County Public Library)

Regular pre-school story hours open to everyone in the neighborhood are held in sixteen branch libraries. (Public Library of Cincinnati and Hamilton County)

Our reading specialist spends one day a week at Community Action for Youth Headquarters. (Cleveland Public Library)

Co-sponsored meetings with the Greater Cleveland Neighborhood Settlement Association. (Cleveland Public Library)

Community Librarians

Established a new position of Adult Services Community Librarian who will work with groups to make appropriate reading materials available. (Charlotte and Mecklenburg County Public Library)

Community Coordinator Program, initiated in 1961, has been expanded (L. S. C. A. funds) to provide coverage to four disadvantaged areas of the Borough. Community Coordinators act as a liaison between the library and community organizations and individuals in low income, low-education areas of Brooklyn. (Brooklyn Public Library)

Establishment of Community Relations position to work in culturally-disadvantaged areas to introduce people to library facilities and to interpret the community to library. (Newark Public Library)

Walking librarian — reading counselor to go to classes, homes, playgrounds, churches. (Akron Public Library)

Participation on Other Agency Boards

Acting Coordinator, Special Services, appointed in October, 1964, to work on library's participation in the Anti-Poverty Program. Consultant in Adult Education is participating in several projects intended to increase opportunities for urban poor. Supervisor of work with Young Adults and several branch librarians are members of the Area Boards, Commissioners' Youth Council set up to combat juvenile delinquency. (Washington D. C. Public Library)

Library Director is on the Board of the Community Action Commission. (Morrison-Reeves Library, Richmond, Indiana)

Library is represented in such civic and educational organizations as Mayor's Commission on Human Relations, the Mayor's Committee on New Residents and the Adult Education Council of Greater Chicago. Staff also serve on advisory and planning committees of these. (Chicago Public Library)

Two library trustees are, respectively, a member and Chairman of the Citizens' Committee on Literacy. (Washington D. C. Public Library)

Consultant serves on several committees concerned with the war on poverty; the Neighborhood Service Committee, the Advisory Board of the Literacy Council, and the Urban League Advisory Committee on Consumer Affairs. (Washington D. C. Public Library)

Provision of Specialized Materials

Library places numerous collections of books in study centers, urban progress centers, tutoring centers, Manpower Training Centers, etc. Strengthens collections in library agencies serving culturally-disadvantaged communities. (Chicago Public Library)

"Easy" books added to the adult collections. (Indianapolis Public Library)

List of inexpensive books for children of pre-school age. (Washington D. C. Public Library)

Provides sets of simple adult books for supplementary reading to two centers of the Laubach Literacy Group. (Washington D. C. Public Library)

Furnishes motion picture films for use in the Anti-Poverty Program. (Washington D. C. Public Library)

Printed bibliography of graded material used by staff as buying guide and mailed to tutoring agencies. (Public Library Service for Portland and Multnomah County, Portland, Oregon)

Selected children's books to help the culturally-disadvantaged. (County of Los Angeles Public Library)

Cataloging materials under heading "Education of Adults — Easy Reading Material." (County of Los Angeles Public Library)

Ninety-six subscriptions to Laubach Literacy, Inc.'s *News for You,* a weekly newspaper available in two graded editions for adults with limited reading skills. (County of Los Angeles Public Library)

Developing a collection of readable books concerned with subjects of interest to adults, but written in simple, easy language. A list of these is available. (Wahington D. C. Public Library)

Collection of books and other materials in all areas of basic adult education, employment, the problems of youth, housing, health, etc. Packet of reading lists "Up By The Bookstraps," relating to all aspects of the poverty program, was produced. (Chicago Public Library)

Books by and about the Negro placed in certain branch libraries. (Chicago Public Library)

The library has already placed special collections of picture books in four branches in disadvantaged areas, and staff members have encouraged nearby nursery schools and day-care centers to use them. (Public Library of Cincinnati and Hamilton County)

Notices in Spanish giving general information and locations of libraries. Leaflet in Spanish for parents so that they may understand library service and encourage their children to use the library. (County of Los Angeles Public Library)

Deliver sets of books to health, welfare, and penal institutions. (Washington D. C. Public Library)

Sets provided for Operation Head Start, Special Summer Reading Programs, Language Arts Classes, Cultural Enrichment Programs, Enrichment Programs for 6th-grade pupils. (Washington D. C. Public Library)

Collections in the community centers, classes for the foreign born, and basic education classes in our public evening schools. (Indianapolis Public Library)

Placing deposit of books (on experimental basis) in tutoring center in housing project and providing instruction in use of books. (Newark Public Library)

Sent a set of 150 books to the Southeast Boys' Club to help re-establish its library. Sets of books delivered to five pre-school centers of the Recreation Department, hospitals, shelters for the homeless and neglected, neighborhood houses, and other institutions. (Washington D. C. Public Library)

Cooperating with the Consumer Education specialists, who select titles useful to their program from a collection of easy-to-read books. (Washington D. C. Public Library)

Provided sets of books for the Literacy Program giving each teacher a set of the books. (Montgomery County Library, Maryland)

Film department is furnishing many films for use in the Anti-Poverty Program. (Washington D. C. Public Library)

Collection of easy-to-read books is being assembled for newly-literate adults and their tutors. (Washington D. C. Public Library)

Toward the end of World War II, the library appointed a Vocational Counselor and developed the most extensive collection of printed information in the state on vocations and professions. The purpose was to answer the need of veterans for authoritative job information. In addition to printed books and pamphlets, the library acquired the small business manuals published by the United States Department of Commerce. Although the position of Vocational Counselor has since been abandoned because of declining need, the collection of vocational literature is currently maintained by the library. (Providence, Rhode Island, Public Library)

L. S. C. A. and other funds have been allocated for sets of simple books for supplementary reading to be placed in twenty Literacy Council Centers, as well as books in pre-school centers and kindergartens. (Washington D. C. Public Library)

Two bookmobiles serve many deprived areas of the city on a regular schedule. (Washington D. C. Public Library)

Providing multiple copies of books on job training, e.g., boiler room maintenance, filing, job test practice books. (Washington D. C. Public Library)

Compile rather extensive reading list for the culturally-deprived, or citizens with very limited reading ability. (Atlanta Public Library)

Strengthening of collections of materials on family care, nutrition, budgeting, consumer interest and job skills in culturally-deprived areas. (Newark Public Library)

Services offered in the past have included the provision of learning materials and comfortable places to study. (Philadelphia Public Library)

Facilities

The library opened an Adult Reading Center where teachers in the literacy program can obtain materials for their own and their students' use. Space is also provided in the library for classes which are conducted by qualified teachers from other agencies. This Center provides films, film-strips, and records as well as books, which the student can use independently. It also serves as a clearing house for available or proposed literacy programs — it presents programs to sustain the interest of the new literates (especially film showing and book talks) and cooperates with community agencies in the Anti-Poverty Program. (The library was included in the E. O. A. budget.) (Kalamazoo, Michigan, Public Library)

An L. S. C. A. grant to the Community Coordinator Program (begun in the Bedford-Stuyvesant area in 1961) includes funds for the purchase of an "autovan" for the transportation of books, book displays, records, and films to street corners, parks and other community gathering places. (Brooklyn Public Library)

Grants received to assist in the cost of relocation and building of two branch libraries to provide service in low-income neighborhoods. (Brooklyn Public Library)

Library is opening an Opportunity Information Center at Wooster Branch in a depressed area. Purpose is to provide a central location for materials related to local action program. Provides materials and programs for culturally-deprived adults and children: materials for leaders of youth centers for teachers and special groups; consumer education service; sources for employment, job openings, economic opportunities. Materials are to include books, pamphlets, records, films, newspapers, magazines, pictures, filmstrips and tapes. (Akron Public Library)

Census tracts indicate the majority of Seattle's low-income families live in the central city area. In this area library service is offered by Seattle's now $5,000,000 Central and the Yesler Branch Library. Through publicity and programs of public interest for both adults and youth, the library is making a special effort to attract Negro borrowers to the Yesler Branch. The banch librarian makes special effort to get involved in community affairs. Special consideration is being given to the book collection to meet this area's needs. (Seattle Public Library)

Pay particular attention to children in poverty-stricken areas by making certain that a convenient outlet for books is located near them, either by a branch library, a school library kept open during vacation period, or a bookmobile stop. (Atlanta Public Library)

Housing materials for tutors in the Education and Psychology Department, and material for students in this same informal departmental atmosphere with easy access to building. (Public Library Service for Portland and Multnomah County, Portland, Oregon)

Meeting rooms used by volunteers tutoring children in Urban Service Corps School Project. (Washington D. C. Public Library)

Bookmobiles serve many deprived areas of the city on a regular schedule. (Washington D. C. Public Library)

A branch library facility especially for Spanish-speaking residents of Oakland. (Oakland Public Library)

Sidewalk Service. (Brooklyn Public Library)

Adult Reading Center room. (Kalamazoo, Michigan Library System)

Bookmobile to reach the people who live in the rural area. (Richard B. Harrison Public Library, Raleigh, North Carolina)

Meeting rooms at branches are available for enrichment programs sponsored by various groups. (Washington D. C. Public Library)

In conjunction with the Public School's "lighted school" program, the library has instituted bookmobile stops; and its operation has been successful in drawing a good representation of adults, as well as children. (Public Library of Cincinnati and Hamilton County)

Lent space in our branches when the election of poverty representatives was held recently. (Cleveland Public Library)

V. The Public Library and the Functionally Illiterate: An In-Services Training Institute for Staff and Community Leadership*

Purpose

To introduce public library trustees, administrators and professional staff to the problems of the functionally illiterate and to the library's responsibility for services to this group.

To inform other agencies in the community of the public library's interest in and resources for serving the functionally illiterate.

To provide an opportunity for both the library and other agencies to assess the local problem and to determine ways of meeting it cooperatively.

Attendance Suggested

From the Library

Trustees and others concerned with formulating public library policy.

Public library administrators from the area.

Staff serving in a professional capacity who would be involved in areas serving the functionally illiterate, adults of low-education, or non-users, e.g., materials selection, adult services, young adult services, or even children's services (since much of the experience and materials from the children's field has been found to be of value in work with these adult groups).

Clerical and page staff should be considered if possible.

From the Community

Welfare workers.

Social agency representatives.

* A special adaptation of "Serving the Functionally Illiterate: An Outline for a One-Day Workshop" distributed by the Public Library Association, A. L. A.

Lay leaders concerned with the problems associated with illiteracy.
Urban renewal leaders.
State, area or local director for the U. S. Office of Economic Opportunity.
Agricultural Extension and Home Demonstration Agents.

Exhibits and Displays

Collections of books for adult beginners (see Wilson Library Bulletins, September 1965 and 1966) and materials from Bibliography at the close of this pamphlet.

Hours Suggested

A**		or	B	
3:45-4:10	Registration		9:15- 9:45	Registration
4:15-6:15	First Session		10:00-11:45	First Session
6:30-9:00	Dinner and		12:00- 1:15	Lunch
	Second Session		1:30- 3:00	Second Session

Outline of the Program

I. Statement of the Problem **60 min.**

For urban areas:
Film: "Superfluous People" 59 min., sd, b & w (CBS; McGraw-Hill).
Portrays the problem of the thousands of unwanted, displaced, and poverty-stricken individuals in American society today. Pictures infants awaiting placement in foster homes and young adults walking the streets without jobs. Describes the plight of many elderly people who have been moved from their old homes because of urban renewal. Records the poor living conditions in slums throughout New York City. Clergymen, social workers, authors and psychologists concerned with these problems are interviewed, as are "superfluous" people from cities throughout the country.
For rural areas:

** Allows Trustees and other lay leaders more opportunity to participate.

Film: "Harvest of Shame" 53 min., sd, 2 reels, b & w. (CBS; McGraw-Hill).

Depicts the problems of the migrant farm worker; analyzes factors contributing to the situation; and indicates several possibilities for alleviating these conditions. Traces the principal routes of migrant workers on both the east and west coasts as they move northward with the harvest. Pictures the inadequate housing facilities, lack of educational opportunities, and the hardships and exploitation these persons endure. Dramatically portrays the present hopelessness of these people and presents several possible courses of action looking towards the solution of the problem.

35-45 min.

A talk by a resource person. This should be either someone on the staff who has read material on the subject (see bibliography), or a sociologist informed on the culturally disadvantaged and who can cover such points as:

What is the problem of the culturally disadvantaged?

What is the cause?

Why is it a problem today?

How does this particular challenge differ from other challenges our society has faced in the past? (e.g., the immigrants of 75-100 years ago, the depression, etc.)

How does functional illiteracy relate to poverty?

What is functional illiteracy?

What is the problem or problems associated with functional illiteracy in the United States?

Description of the significance of being functionally illiterate (with examples).

How does functional illiteracy relate to American society?

1. The "Great Society," today's world, etc.
2. As part of the historical context of American cultural history (the "immigrant" of today's urban areas compared to the foreign immigrant in our country in the past). The need to help today's immigrant enter the mainstream of American society.

(Alternate: A panel of library staff members and community agency leaders discussing the points above under a general heading "Is there really a problem?" Each should read one or two of the bibliography titles to develop background).

COFFEE AND ROLLS OR DINNER BREAK

20 min.

(Time to examine materials on display drawn from the bibliography and other sources in the community.)

SECOND SESSION

II. How can we start? A practical guide to exploring the local library's role. **40 min.**

Break into discussion groups of 5-7 members each.

Assign a capable leader for each group to see that all feel free to discuss and express themselves, and to keep the discussion related to the very general points.

Discussion points:

A. The problem

Do we recognize its existence and extent in our community?

The public library with its special alertness to community change should be the first agency to be aware of the problem; is it?

B. The library's objectives: philosophy of service.

The individual library's policy on selection, service, and personnel ought to be re-examined. If such statements have not yet been written, this may well be an appropriate time to do so. A sound philosophy of the library's role in its particular community is necessary when approaching a new kind of clientele such as this.

C. The library's resources for serving illiterates.

1. Staff talents.
2. Facilities and equipment.
3. Materials (the need for a wide range of material is more acute when working with this group).
   a) non-book
   b) book, periodical, pamphlet material, especially easy reading materials of adult interest

D. The importance of inter-agency cooperation in dealing with large-scale social problems such as illiteracy.

BREAK **10 min.**

III. What is the next step? **35 min.**

An expanding panel made up of one representative from each discussion group. The panel should start by bringing out one or two points from each group, but should allow the whole audience the opportunity for discussion in open forum as they proceed.

The moderator should do as little as possible to guide the discussion, except to ensure that ideas for action are the focus for discussion.

The entire audience should be involved in the discussion as soon as they are ready, even if this means halting panel discussion.

A secretary should be appointed to record suggestions for the library staff's further consideration.

It may be feasible to draw out one or two activities or programs that can be undertaken at once. If so, this activity should be explored realistically and in depth.

V. Summary **7 min.**

A. What did we say?

B. What our library will be doing to further examine and cope with our suggestions (e.g., appoint a 3-man committee to supervise a follow-up community survey and distribute notes from the institute).

Suggested Community Survey As Follow-up

I. Community survey to obtain information which will be needed by the library in working with this problem at any level.

A. The extent of the problem.

1. Are there any functional illiterates in your community?
   a) How many with less than 5 years of education?
   b) What percentage of the total adult population is this?
   c) What is the average educational level of your community as of 1960?
   d) How many and what percent of the community served have completed less than 8 grades of formal education?

2. What occupations are these people involved in?
3. What percentage of the unemployed does this group constitute?
4. Is data more recent than for the 1960 national census available for your community?

B. What agencies and groups in your community are concerned with the functionally illiterate and related problems?

1. Agencies.
   a) What are they?
   b) Leadership.
   c) Activities.
2. Other groups and institutions.
   a) What are they?
   b) Leadership.
   c) Activities.

II. The public library: an appraisal of current practice.

A. How does it work with other agencies, institutions, and groups concerned with the adult illiterate?

B. Has it developed special programs and activities specially planned and designed for this group?

C. Are there present services that, with some adaptation, might be of value of illiterates and to those who work with them?

III. A three year program for action.

A. What are the general goals of the community?

B. What specific programs will accomplish these goals (e.g., coordination with other agencies; information to and from other agencies; specific programs for the adult illiterate; materials collection built for this audience)?

C. What is the public library's staff responsibility (organization of staff and materials to support and carry out this 3-year program)?

D. What additional materials will the public library need?

E. Will budget additions be needed?

VI. Selected Bibliography

Printed Materials

Bagdikian, Ben H. *In the Midst of Plenty: The Poor in America.* Beacon Press and New American Library (paper), 1964.

Blasingame, Ralph Jr. "Equalization of Opportunity," *Library Journal,* May 1, 1965, pp. 2071-5.

"Books for Adults Beginning to Read," *Wilson Library Bulletin,* September 1965 and September 1966.

Brown, Claude. *Manchild in Promised Land.* MacMillan, 1965.

Caudill, Harry. *Night Comes to the Cumberlands.* Atlantic Monthly Press, 1963.

Gans, Herbert. *The Urban Villagers.* Free Press (and paper), 1962.

Glazer, Nathan and Moynihan, Daniel. *Beyond the Melting Pot.* M.I.T., (and paper), 1963.

Harrington, Michael. *The Other America: Poverty in the U.S.* MacMillan (and paper), 1962.

Isenberg, Irwin, ed. *The Drive Against Illiteracy* (The Reference Shelf, vol. 36, no. 5) N. Y., Wilson, 1964.

"Library Service to the Educationally Disadvantaged," *Wisconsin Library Bulletin* (issue), January-February 1966.

McCrossan, John. *The Reading of the Culturally-Disadvantaged.* University of Illinois Occasional Paper no. 80, October 1966.

MacDonald, Bernice. *Literacy Activities in Public Libraries,* A. L. A., 1966.

May, Edgar. *The Wasted Americans.* Harper and New American Library (paper), 1964.

Riessman, Frank. *New Careers for the Poor.* Free Press and MacMillan, 1965.

"Service to Adult Illiterates: Guidelines for Librarians," prepared by the A.S.D. Committee on Reading Improvement for Adults. (Available from Adult Services Division, A. L. A. Single copies free; up to 100 copies, 5 cents each; over 100 copies, $3.00 per 100.)

Services to Community Agencies and Organizations. (Available from Adult Services Division, A. L. A. Single copies free.)

"The War on Poverty," a reprint from *Library Journal,* September 15, 1964, pp. 3239-60; 3266-73; 3382-3. (Available from Adult Services Division, A.L.A. Single copies free; additional copies, 20 cents each.)

Films

The Captive. 28 min., b & w. (National Council of Churches)

Stark record of a family in an Appalachian coal town. The devastating effects of poverty are mirrored in the fears and frustrations of Herb Honnecker.

Christmas in Appalachia. 29 mins., b & w. (Carousel)

Portrays an abandoned coal-mining community in Kentucky where Christmas is a barren experience. Reveals the discouragement of adults and children who have little hope of education.

Children Without. 29 mins., b & w. (NEA)

Dramatically portrays the problems of the children of the inner city who have come there with their parents from rural areas. Points out some of the successes and failures in efforts to solve their problems through working with them as pre-school children, by attempting to supply reading materials for use outside school, and by attempting to involve parents in the learning enterprise.

The Dropout. 30 mins.. b & w. (McGraw-Hill)

Examines the ...den causes that influence students to quit school, and shows how a community, through remedial reading programs, educational activities and work experience programs, may tackle the problem.

Harvest of Shame. 53 mins., b & w. (McGraw-Hill)

Depicts the problems of the migrant farm worker on both the east and west coasts. Pictures the inadequate housing, lack of educational opportunities and the hardships and exploitation these people endure.

Marked for Failure. 60 mins., b & w. (NET)

Depicts the handicaps to learning faced by children from depressed areas, and the steps taken by educators to deal with the problems of both children and parents. Education in the schools and life on the streets of Harlem are examined to reveal the profound handicaps to learning in depressed areas.

The Newcomers. 29 mins., b & w. (Board of Missions, Methodist Church)

The migration of unemployed workers and their families from

2

the depressed areas of Appalachia into the city. The slum conditions, children's problems, and the deep sense of displacement stress the need for all city agencies to pool resources.

Step a Little Higher. 18 mins., color. (Edward Feil Productions)

Examines Cleveland Public Library's Reader Centers for teaching adults to read. Follows two adults through the initial stages of the program, and shows their increased self-confidence and entry into the world of the printed word.

Superfluous People. 59 mins., b & w. (McGraw-Hill)

Portrays the problem of the thousands of unwanted, displaced, and poverty-stricken individuals in American society today. Records the poor living conditions in slums throughout New York City, and records interviews with "superfluous" people from cities throughout the country.

WHOM TO ASK

A List of Practitioners

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VII. Afterword

By the Committee Chairman

On behalf of the Committee on Library Services to the Functionally Illiterate, of the Public Library Association, I acknowledge the generosity of the Exhibits Round Table of the American Library Association, whose 1966 Award to the Committee made the publication of this report possible.

Evelyn Levy, of the Enoch Pratt Free Library, participated in committee work on behalf of her colleague, Mrs. Janet R. T. Stevens, when the latter was unable to take part because of illness. Miss Levy made many valuable contributions.

* * *

While this report is subtitled a "survey of practice" I think it fair to say that it is not a set of rules or practices that can be adopted and followed as a blueprint could be. It must be confessed that the Committee has never been sure where it stood or what it was about, for good reason. "Public library services to the functionally illiterate?" The term itself was awkward. The Committee members accepted the serious concern of the Public Library Association Board of Directors about this emerging problem and heard the voices saying "study ways" and "make recommendations."

But the questions stayed. Was it a matter of what to do, or of how to do it? Attitude and concept; philosophy and spirit; or technique and example? What would be of use? Did librarians need to be convinced that libraries should try to serve the functionally illiterate, or did they need an exchange of information? How could six librarians in a room slay this dragon? And what was the dragon's name?

Social critics Herbert Gans and Frank Reissman, publisher-commentator Dan Lacy, and others, have commented, somewhat negatively, on the social role of the public library in these times.

The Committee hopes, I think, that this publication will remind librarian-readers and others of something. This is that the public

library has an obligation and an opportunity to be of great service as a vehicle for social change; as a place where people may, as they have in times past, find the wherewithal and the encouragement for intelligent self-realization; for participation in a humane and civilized society.

But Harry Golden put it less pretentiously: "Two institutions turned millions of immigrants into Americans within a single generation, the greatest miracle of human relations in the past century. These two institutions were the free public school and the free public library."

The war on poverty is concerned with immigrants in a sense, even though they were already here. But is the public library equipped or ready?

Harry Golden again: "Like most of the things in this world, a library is part of a chain reaction, and a library must remain ever new. Its books must offer something unique and private and unheard of to each pair of eyes. Too often the library is a civic adornment. But cities are not bettered by libraries, people are."

MEREDITH BLOSS
City Librarian

New Haven Free Public Library

Chairman

Committee on Library Service to the Functionally Illiterate